

# Calendar No. 1214

68TH CONGRESS }  
2d Session }

SENATE

{ REPORT  
No. 1141 }

## DIPLOMATIC AND CONSULAR ESTABLISHMENTS OF THE UNITED STATES IN TOKYO, JAPAN

FEBRUARY 17, 1925.—Ordered to be printed

Mr. WILLIS, from the Committee on Foreign Relations, submitted the following

### REPORT

[To accompany H. R. 9700]

The Committee on Foreign Relations, having had under consideration H. R. 9700, reports it back without amendment and recommends its passage.

The bill introduced in the Senate by the lamented Hon. Henry Cabot Lodge on June 7, 1924, is as follows:

A BILL To authorize the Secretary of State to enlarge the site and erect buildings thereon for the use of the diplomatic and consular establishments of the United States in Tokyo, Japan

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That the Secretary of State be, and he is hereby, empowered, at a cost not exceeding \$1,250,000, to acquire in Tokyo, Japan, additional land adjoining the site of the former American Embassy and construct thereon suitable buildings for the use of the diplomatic establishment of the United States, and also appropriate land and construct thereon suitable buildings for the use of the consular establishment, the said buildings to include residences for the diplomatic and consular representatives, and the furnishing of the same, and an appropriation of \$1,150,000 is hereby authorized for this purpose, in addition to the sum of \$100,000 already available.

As will be seen H. R. 9700 is substantially the same as S. 3486, introduced by Senator Lodge, and is as follows:

AN ACT To authorize the Secretary of State to enlarge the site and erect buildings thereon for the use of the diplomatic and consular establishments of the United States in Tokyo, Japan

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That the Secretary of State be, and he is hereby, empowered at a cost not exceeding \$1,250,000, to acquire in Tokyo, Japan, additional land adjoining the site of the former American Embassy and such other land as may be necessary, and construct thereon suitable buildings for the use of the diplomatic and consular establishments of the United States, the said buildings to include residences for the diplomatic and consular representatives, and the furnishing of the same, and an appropriation of \$1,150,000 is hereby authorized for this purpose, in addition to the sum of \$100,000 already available.

The need for the proposed legislation is strongly and clearly set forth by the President in the following message to the Congress, transmitting a letter from the Secretary of State:

*To the Congress of the United States:*

I transmit herewith a report by the Secretary of State concerning the necessity of legislation by Congress which will provide for the reestablishment of living and office facilities for the diplomatic and consular officers of the United States in Tokyo, Japan, to which I invite the attentive and favorable consideration of the Congress. The need for such legislation and its importance in the public interest are fully and convincingly presented by the Secretary of State, whose representations have my full concurrence.

I therefore earnestly recommend and strongly urge that Congress authorize an appropriation of \$1,150,000, as requested by the Secretary of State, for the purchase of land and the erection of buildings for the use of the embassy and

the consulate general at Tokyo, of which, as explained by the Secretary of State, \$200,000 should be immediately provided for the purchase of additional land adjacent to the present embassy compound, and a site for a building in which to house the consulate general, as well as for expenses incident to the preparation of plans and obtaining bids for the construction of buildings.

CALVIN COOLIDGE.

THE WHITE HOUSE, June 3, 1924.

DEPARTMENT OF STATE,  
Washington, June 3, 1924.

**The PRESIDENT:**

I have the honor to invite your attention to the urgent necessity for the re-establishment of living and office facilities for the diplomatic and consular officers of the United States in Tokyo. As you are aware, the earthquake and succeeding fire on September 1 of last year totally destroyed the buildings occupied by the embassy in Tokyo and by the consulate general in Yokohama. At present the American ambassador to Japan is living in the palace of Prince Takeda which was loaned to him for temporary use only through the kindness of the imperial family; the offices of the embassy are now in the Imperial Hotel and are inadequate and costly; some of the members of the staff are living in such crowded accommodations as can be found in the undestroyed section of the city, paying, of course, extremely high charges for rents; others are still living in tents on the grounds of the destroyed embassy, since they have been unable to find elsewhere accommodations within their means. The same situation exists with regard to the consulate general. The depressing effect of the devastation wrought by the disaster of last September and the physical discomforts and extraordinary expenses of numerous kinds which have followed have produced a condition which renders efficient service on the part of the officers assigned to that post highly difficult.

The necessity for measures to relieve this emergency and properly to reestablish the representation of the United States in Tokyo is obvious, and therefore I have obtained from responsible architects and contractors, both in the United States and Japan, preliminary plans and tentative estimates of costs for the erection of suitable buildings in which to house the offices and American personnel of both the embassy and the consulate general.

Before September 1 the buildings in the embassy compound were sufficient only for the offices of the embassy and for the residence of the ambassador, the counselor, and the Japanese secretary. The other members of the staff had to find accommodations for themselves. That task, difficult enough then in a city in which the mode of life is so different from ours, has now, under the changed conditions, become nearly an impossible one. Few foreign houses existed before the earthquake; since seven-tenths of the city has been destroyed the number of such houses is much reduced.

Where formerly the staff could find accommodations with difficulty, it now becomes essential for our Government to provide for them. Whereas at the time when the old embassy was built the Government found it necessary to provide accommodations for only three officials and their families, accommodations must now be furnished for at least seven officials and their families and for the American clerical staff.

The embassy grounds (or "compound") were comfortably filled by the residence described above; certainly it would not be possible to extend their capacity to any great degree; therefore, additional land for the housing of the entire staff is necessary. By a fortunate coincidence a very desirable piece of property on rising ground, overlooking and abutting on the present grounds, is now for the first time available.

With reference to the consulate general, a careful survey of conditions in and about Tokyo and Yokohama seems to leave no doubt that in harmony with the tendency of large Japanese and foreign business firms in Japan to establish their head offices in Tokyo, a tendency which was marked prior to the disaster, the consulate general should be removed to the national capital. Tokyo is a natural source of information in relation to business enterprises and corporations having foreign trade connections and business with the Government, and the presence of the consulate general in that city affords far better facilities for gathering information and looking after the wants of the American business community than would be the case were the consulate general retained in Yokohama. Whatever may eventually be done in regard to rebuilding the city of

Yokohama, there is no doubt that Tokyo is to be the great commercial center and that the real work of the consulate general will lie there. Consequently, soon after the disaster the consulate general was transferred to Tokyo.

Preliminary investigation indicates that if adequate provision is to be made for the offices of the embassy and consulate general and living quarters of the personnel, with due regard to the peculiar requirements of the Far East, and that if the type of construction of the buildings be such as to resist as successfully as may be feasible the effect of future earthquakes and fires, the cost will be approximately as follows:

Embassy:		
Additional land.....	\$140, 000	
Ambassador's residence, offices, and living quarters for staff.....	835, 000	\$975, 000
Consulate general:		
Land.....	50, 000	
Building for offices and living quarters for consul general and staff.....	225, 000	275, 000
Total.....		1, 250, 000

There is already available for the construction of an embassy building an appropriation of \$100,000 made by the act of June 30, 1914, which was not used because insufficient for the purpose. This sum could be applied to the expenses which it will now be necessary to incur, thus reducing the amount to be appropriated to \$1,150,000. For the purchase of land and the construction of buildings aggregating this sum it would not be necessary to appropriate immediately a larger sum than \$200,000 in addition to the amount already available, since the only expenditure that could probably be made at this time would be for the purchase of additional land adjacent to the embassy compound, a site for a building in which to house the consulate general and expenses incident to the preparation of plans and obtaining bids for the construction of buildings. The land, however, should be purchased without delay before desirable sites cease to be available.

These tentative estimates contemplate the construction of reinforced concrete buildings as nearly fireproof and earthquake-proof as modern methods of construction permit and include the cost of furniture and furnishings. Preliminary plans and estimates are in the files of the Department of State available for consultation.

I recommend earnestly that the Congress be requested to authorize an appropriation of \$1,150,000 for the purchase of land and erection of buildings for the use of the embassy and consulate general at Tokyo.

Other foreign governments are already preparing plans for the reconstruction of buildings in which to house their missions in Tokyo. The British Government has already provided in its budget for the expenditure of 300,000 pounds (\$1,458,000) for the reconstruction of its embassy and consulate general.

The relations of our own country with Japan are of the highest importance; and the importance of those relations must inevitably grow in proportion to the development of our interests in the Pacific and the increase of economic and cultural contacts. It therefore seems most essential to establish our representation in Tokyo upon a working basis at the earliest possible moment. Such prompt and adequate reestablishment of our representation would seem the more urgent because the people of Japan are bending their utmost endeavors to reconstruct their capital and to restore it to the position which it occupied in the life and work of the country before the earthquake disaster.

To do our part, in availing ourselves of the opportunity to place on a suitable basis our hitherto inadequate diplomatic and consular equipment in the area of the destroyed capital, would be not only a gratifying and helpful mark of our confidence in the recuperative power of the Japanese people, but also an evidence of our realization of the importance and value of our relationship with Japan. Such action would be a demonstration of confidence quite in the spirit of the splendid response made by our people to the call for the relief of the distress caused by the earthquake; and it would at the same time be of service in promoting the friendship between the two peoples and their Governments through the manifestation of our regard and high consideration for Japan.



It will be observed from the inclosed copy of a letter from the Director of the Bureau of the Budget, to whom the matter was referred, that the recommendation herein is not inconsistent with the financial program of the President. Respectfully submitted.

CHARLES E. HUGHES.

The PRESIDENT,  
*The White House.*

A hearing was held by your committee attended by officials from the State Department who were requested to be present. The numerous questions involved were carefully examined. Members of the committee were impressed by the very evident need for prompt action in this matter. American officials at Tokyo are without proper means for the transaction of public business. The present time seems from every viewpoint most opportune for the enactment of the legislation proposed and your committee strongly recommends it. Additional detailed facts bearing on the question are supplied in the following memoranda:

#### CONSTRUCTION OF BUILDINGS FOR THE AMERICAN EMBASSY AT TOKYO

##### LAND

The American embassy in Tokyo was built on a parcel of ground located in a very desirable section of the city, of an area of approximately 2.7 acres.

##### BUILDINGS

The embassy buildings consisted of a house for the ambassador, to which the chancery was connected by a corridor, one for the counselor, and one for the Japanese secretary. The construction was of wood of a rather cheap type and very unprepossessing in appearance. There are no figures available as to its original cost of construction, but officials of the Government who have been attached to the embassy estimate that the buildings were worth approximately \$50,000. These buildings were insufficient either for office purposes or for the accommodation of the embassy personnel. The chancery, originally designed for a staff of one or two secretaries, and repeatedly added to, afforded working space so cramped as to interfere very seriously with the efficient conduct of business. The housing accommodations were also inadequate for the reason that only the ambassador, counselor, and Japanese secretary and their families were provided for, and there was no provision for the other diplomatic secretaries, the student interpreters, or clerks. In Japan it is difficult to find proper accommodations in accord with occidental ideas, and the junior secretaries, interpreters, and clerks were obliged to live in hotels, which were very expensive, or in Japanese houses, which (because of the foreign habit of wearing shoes that destroy the woodwork and matting, which are an important part of the equipment of a Japanese house) are very seldom available for rent to foreigners, and which are neither comfortable nor suitable for westerners to live in. The earthquake injured the embassy buildings and the fires which resulted completely consumed everything belonging to the Government except the codes and records kept in the fireproof vault.

##### ADDITIONAL LAND NECESSARY

The land mentioned above as belonging to this Government and amounting to 2.7 acres is under a perpetual lease from the Japanese Government at a very nominal rental, \$250 per annum approximately. There would not be sufficient room on this property to build the number of houses required to house the staff of the embassy. There is, however, adjacent to the embassy property, a parcel of land in the possession of the family of Prince Ito, of approximately 1.489 acres in extent, which the Japanese Government has offered to us on a 99-year lease, to be commuted at \$136,000, payable in advance, it being understood that should the Japanese laws be modified to permit foreigners to own property the Japanese Government will turn over the property to us without further payment.

## NECESSITY FOR LARGE ESTABLISHMENT

Because of the utter destruction of a very large part of Tokyo, it is almost impossible for the members of the embassy staff to find quarters in which to live, and the prices asked for available space are prohibitive.

The ambassador himself is living in a residence loaned to him by the Imperial Government. The counselor and some of the secretaries are living in hotels where tremendous rentals are charged, and others are living in tents on the grounds of the old embassy. The chancery is installed in rooms in the Imperial Hotel, which was not destroyed by the earthquake. Arrangements should be made to remedy this situation as soon as possible.

The following buildings should be constructed to take care of the staff:

1. Chancery.
2. Ambassador's residence.
3. Counselor's house.
4. Japanese secretary's house.
5. First secretary's house.
6. Large apartment house where second and third secretaries, assistant Japanese secretary, student interpreters, and clerks could have living quarters.
7. Small houses for servants, etc.

## TYPE OF CONSTRUCTION

In view of the possibility of further earthquakes in Tokyo it is deemed essential to build these houses of fireproof and earthquake-proof construction. With this in mind the officials of the embassy and the department have obtained preliminary plans and estimates of cost of buildings mentioned above, and attached to this memorandum will be found an annex setting forth the estimates of cost which have been received from various contractors. It should be borne in mind that these estimates are exceedingly tentative because it has been impossible for contractors to bid accurately on the preliminary plans and sketches which have been submitted, and the department has not felt justified in asking any architects to submit complete plans and specifications for these buildings, since no money has been appropriated by Congress for an embassy in Tokyo.

	Comparison of estimates of cost submitted by—			
	H. K. Ferguson Co., Cleveland Ohio	Dwight P. Robinson & Co.	Jay H. Morgans	Founda- tion Co.
Ambassador's residence.....	\$312,000	\$350,000	\$137,088	\$132,500
Chancery.....	67,200	100,000	170,112	106,000
Counselor's residence.....	43,200	50,000	24,240	25,000
Japanese secretary's residence.....	34,560	50,000	22,560	25,000
First secretary's residence.....	33,600	50,000		
Apartment for other secretaries and clerks.....	97,440	130,000	78,048	90,000
Garage.....	14,400	15,000	6,048	18,000
Gardening.....	81,600	105,000	36,000	35,000
Furnishings.....			72,000	
Superintendence.....			4,800	41,250
Commission.....	28,800		28,800	81,000
Total.....	712,800	850,000	579,696	553,750
Foundation Co.'s estimate figured separately for making the buildings earthquake-proof, etc., additional item.....				86,250
				640,000

## CONSTRUCTION OF QUARTERS FOR CONSULATE GENERAL AT TOKYO

## CONSULAR ESTABLISHMENT BEFORE THE EARTHQUAKE

*Land.*—The Japanese Government on April 1, 1869, leased to the United States a plot of ground in Yokohama containing about 22,572 square feet, to be used for consular purposes, with the proviso that upon failure to pay the annual

ground rent or to use the ground for consular or Government purposes the land would revert to the Japanese Government.

*Buildings.*—Before the earthquake the consular establishment at Yokohama consisted of two buildings erected in or about the year 1867. The main building, title to which was conveyed to the United States Government in 1914 by the consul general who then owned it, was valued originally at about \$1,750. The rear building was acquired by the United States on August 9, 1915, for \$2,275.

*Floor space.*—There was a total floor space for offices and living quarters of about 9,200 square feet. That used for the offices was entirely inadequate while space for living quarters was available only for two married subordinate officers, the consul general himself and the remainder of the staff living elsewhere in privately rented buildings.

*Character of the buildings.*—The construction of the buildings was most unsatisfactory and at the time of the earthquake the timbers were in a decayed state, the outside plastering and the roof in bad repair, rain invariably penetrating various parts of the buildings when typhoons occurred. The buildings were in constant need of repairs to make them barely habitable and were generally regarded as discreditable to the United States. When the earthquake occurred they collapsed and were burned.

*Removal of consulate general from Yokohama to Tokyo.*—This Government does not contemplate the surrender to the Japanese Government of the site at Yokohama on which the old consular buildings stood. It is proposed to retain the Yokohama site for the purpose of maintaining thereon at least a temporary building for the housing of the small consulate which it is proposed shall be continued there for the purpose of affording ordinary consular facilities for shipping and other purposes. The consulate general is being removed to Tokyo, inasmuch as in recent years there has been a growing tendency toward the concentration of big business enterprises at Tokyo and a gradual drifting away from Yokohama, big business houses and corporations finding it more convenient to have their headquarters at the seat of government, the natural source of information. Yokohama was gradually developing into a position of being merely the shipping port for Tokyo, and though the future of Yokohama is problematical, present indications point toward its development only in this direction.

#### PLANS FOR CONSULATE GENERAL AT TOKYO

*Land.*—There are in view several sites, one of which it is understood can be purchased for the use of the consulate general. They range from 11,800 to 15,000 square feet in area, situated on the edge of the business and financial section of the city, from one-half to three-quarters of a mile from the main business center. It is believed that one of these sites can be purchased for not more than \$50,000. Land nearer the business district, if obtainable, would command a higher price, while a site farther removed from the business district would be inconvenient to those having business with the consulate general.

*Floor space.*—The total floor space necessary for office and residence quarters is between 15,000 and 17,500 square feet. For office purposes 6,000 square feet at least of floor space is required, divided as follows:

	Square feet
Notarial room, 20 by 25 feet.....	500
Commercial, 20 by 20 feet.....	400
Files, etc., 40 by 20 feet.....	800
Consul, 20 by 20 feet.....	500
Passports, 20 by 25 feet.....	500
Japanese passports, 20 by 20 feet.....	400
Invoices, 20 by 40 feet.....	800
Bookkeeper and accounts, 20 by 20 feet.....	400
Shipping, 20 by 20 feet.....	400
Attaché, 20 by 20 feet.....	400
Vault, 10 by 20 feet.....	200
Halls, toilet, etc.....	700
Total.....	6,000

For living quarters, 9,000 square feet at the very least are required for a consul general, a consul, an economic consul, one vice consul de carrière, two American clerks, and foreign servants. However, inasmuch as the consul general should have about 5,000 square feet for his residence, 11,500 square feet of floor space are required for living quarters. Consul General Stewart refers to a building

with 17,000 square feet of floor space, which would seem to indicate the amount of space which he considers necessary for office and living quarters

*Character of building.*—It appears to be accepted that the building should be of best reinforced concrete, fully braced to withstand earthquake shocks; fire-proof, with steel fireproof doors and windows to protect the building on the two sides not facing the street; wired for lighting; equipped for steam heat, and surrounded with a concrete and grill fence.

*Tentative plans and estimates.*—To date only two apparently tentative plans have been submitted to the department, both of which are intended to comply with the construction requirements indicated above. The Foundation Co. of New York City submitted tentative sketches of a building and placed the cost in an undetailed estimate at \$200,000 or \$250,000. This company stipulates that under existing conditions in Japan, it would undertake the contract only on the basis of cost of the work and a fee for construction services. The American Architectural & Engineering Co. of Tokyo has also submitted sketches, to be supplemented later, calling for a building with 19,493 square feet of floor space at a cost roughly estimated at \$200,000.

An estimate received within the past few months from the consulate general indicates that a suitable site can probably be obtained within a half mile of the business district and a suitable building for offices and residence for the consul general and the American members of his staff can be erected thereon for a total cost of approximately \$300,000.



